

2010

Fort Rousseau Causeway State Historical Park Preservation Plan



Division of Parks and Outdoor
Recreation Department of Natural
Resources
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EXECUTIVE SUMMARY

The Advisory Council on Historic Preservation, in coordination with the National Park Service, manages the **Preserve America** program—a federal initiative that encourages and supports community efforts to preserve and enjoy cultural and natural heritage resources. In 2008, the Advisory Council on Historic Preservation awarded a Preserve America grant to the Alaska Division of Parks and Outdoor Recreation, Office of History and Archaeology (OHA) to create preservation plans for those units of the Alaska State Park system designated as National Historic Landmarks. Those units include Fort Abercrombie State Historical Park in Kodiak, and Fort Rousseau Causeway State Historical Park, Baranof Castle Hill State Historic Site, and Old Sitka State Historical Park—all located in Sitka.

Established as a national historic landmark in 1984 and a state historical park in 2008, Fort Rousseau was constructed as the harbor defense headquarters to protect the naval air station on Japonski Island. Fort Rousseau is the harbor defense component of the Sitka Naval Operating Base & US Army Coastal Defenses National Historic Landmark in Sitka.

The ***Fort Rousseau Causeway State Historical Park Preservation Plan*** provides a framework for decisions pertaining to cultural resource protection, interpretive program development, and stewardship of the park. The preservation planning process involved inventorying resources, compiling research, and discussing and sharing ideas with park managers, industry professionals, and interested public during public meetings and comment periods.

CHAPTER 1: INTRODUCTION

WHY DO WE NEED A PRESERVATION PLAN?

In 2008, the Office of History and Archaeology (OHA) recognized that the development of preservation plans could help meet the goal to “*sustain Alaska’s cultural, ecological, scenic and scientific assets through proactive stewardship pursuant to the division’s parks and programs*” outlined in the division’s ten year strategic plan.¹ The Advisory Council on Historic Preservation’s *Preserve America* program awarded a planning grant to the Office of History and Archaeology because preservation plans are valuable tools for efforts aimed at preserving and enhancing historical, cultural, archaeological, and anthropological values, and promoting the enjoyment and stewardship of heritage resources. **Fort Rousseau Causeway State Historical Park Preservation Plan** is one of four preservation plans developed for National Historic Landmarks managed by the Alaska Division of Parks and Outdoor Recreation (ADPOR).

WHAT IS A PRESERVATION PLAN SUPPOSED TO DO?

This plan provides guidelines to assist park staff in reaching their short- and long-term objectives for the preservation and enhancement of cultural and historical resources and in the day-to-day management of these resources. This plan will also serve as a model for future ADPOR preservation plans. Providing guidelines rather than hard and fast rules, this plan is intended to be a dynamic tool used to enhance and preserve the park’s historical, cultural, archaeological, and anthropological values, to promote the enjoyment and stewardship of the park resources, to support local recreation and tourism, and to encourage a variety of recreational and educational opportunities in the park for visitors of varying abilities. The plan supports, but does not replace, the National Historic Preservation Act, Alaska Historic Preservation Act, or National Environmental Policy Act.

¹ Alaska Div. of Parks and Outdoor Recreation, *Division of Parks and Outdoor Recreation: Ten Year Strategic Plan 2007-2017*. (Alaska Div. of Parks and Outdoor Recreation, 2007), 22-25.

WHAT IS A STATE HISTORICAL PARK

The “Alaska State Park System: Statewide Framework” identifies designations for different types of parks based on their primary values to the public. Fort Rousseau Causeway is a *state historical park* defined as “an area containing an assemblage of significant historical, cultural, archaeological, or anthropological resources from representative eras of Alaska’s history or prehistory. The dominant management objective of a historic park is to preserve and interpret historic resources for Alaskans and visitors to the state.”²

PLAN ROAD MAP

The plan has four principal components—goals and objectives, brief historical and cultural background of the park, current park conditions, and recommended preservation and interpretation strategies for achieving the outlined goals. In addition, useful documents such as architectural survey forms, preservation briefs on material conservation, condition assessment forms, and treatment standards are attached as appendices.

PUBLIC PROCESS

On August 10 and 11, 2009, an interdisciplinary team visited Fort Rousseau Causeway State Historical Park to identify and inventory the historic features of this park, evaluate its current uses and preservation issues, and outline interpretive possibilities. A public scoping meeting was held on August 10, 2009, in Sitka to allow interested public and professionals to voice their concerns related to the use of Fort Rousseau Causeway, identify appropriate interpretive themes, and preservation priorities. Public comments were accepted through September 2009 for scoping. After the public comment period ended, the preservation planning team compiled additional information, evaluated alternatives, and developed priorities. A draft plan was prepared and distributed for public review on August 11, 2010. A public meeting was held on August 26, 2010 in Sitka to receive comments on the draft preservation plan. ***To be completed.***

² Park Planning Section of Alaska Division of Parks and Outdoor Recreation, *Alaska State Park System: Statewide Framework*. (Alaska Div. of Parks and Outdoor Recreation, 1982), 8.

CHAPTER 2: VISION, GOALS, AND OBJECTIVES

In 1982 Alaska Department of Parks and Outdoor Recreation (ADPOR) devised a system to manage different types of park units. This work was published as the ***Alaska State Park System: Statewide Framework***. The framework identified designations for different types of parks based on their primary values to the public. Using these guidelines, Fort Rousseau Causeway was designated a *state historical park*, which is defined as “*an area containing an assemblage of significant historical, cultural, archaeological, or anthropological resources from representative eras of Alaska’s history or prehistory. The dominant management objective of a historic park is to preserve and interpret historic resources for Alaskans and visitors to the state.*” This statewide framework provides a foundation to establish the vision of the park.

The vision adopted in the *Fort Rousseau Causeway State Historical Park Management Plan* for this park states that “... *Fort Rousseau Causeway State Historical Park will provide high-quality recreational opportunities for park users while principally preserving and interpreting the park’s historic resources for the use and enjoyment of future generations.*”

PRESERVATION PLAN GOALS AND OBJECTIVES

PRESERVATION

ADPOR will implement strategies that preserve and protect elements of Fort Rousseau Causeway as they exist today, or apply an appropriate preservation treatment (rehabilitation, restoration, renovation) to these elements with reference to the period of significance—1941 to 1945. ADPOR intends to maintain the sense of discovery, adequately accommodate public use, and protect cultural and natural resources while maintaining a strong focus on preservation and interpretation.

EDUCATION

ADPOR will share with visitors Fort Rousseau’s national, state, and local importance as part of the Sitka Naval Operating Base National Historic Landmark during World War II. Additionally, ADPOR will convey the importance of preservation, respect for historic resources, and preservation as part of the interpretive mission of the park. Furthermore, ADPOR will discuss the importance of the natural environment

independently and in relation to life at Fort Rousseau and the design of the historic properties at Fort Rousseau.

STEWARDSHIP

ADPOR will identify partners, research possibilities, and education opportunities that help to preserve and interpret the resources. Appropriate stewardship strategies must be developed for specific areas and resources. ADPOR will strive to maintain a leadership role in historic preservation, natural resource conservation, and interpretive innovation in Alaska by advocating for the resources, protecting significant features and stories, and actively managing the historic resources.

ACCESS

ADPOR will continue to foster an accessible environment through new technologies and strategies as necessary and practicable. Adequate accessibility will allow visitors and residents to better enjoy and understand Fort Rousseau. Accessibility should adequately serve the diverse population that exists within Alaska and the visitors served at Fort Rousseau. Increased accessibility may necessitate changes to character-defining features of the landscape. Core interpretive programs will also meet the American Disability Act standards.

CHAPTER 3: HISTORY AND CULTURE

The Sitka area, including Fort Rousseau, has been a central location for various cultures due to topography, geography, and an abundance of natural resources. This naturally rich area has been home to Native peoples for thousands of years and was also the location of one of the first permanent Russian settlements. The Russians made Sitka the capital of Russian America and, after Alaska was sold to the United States, the Alaskan capital remained in Sitka until 1906 when it was moved to Juneau.

The U.S. Department of Defense realized that fortification of Alaska could prove to be a key element in the defense of the Pacific coast of the United States when they became concerned that war with Japan could erupt. Sitka was selected as the site for one of three naval air bases to be located at strategic points on the Alaskan coast; the other two sites were Kodiak and Dutch Harbor.

FORT ROUSSEAU AND FORT RAY

The effort to prepare the Alaskan coast for war began in earnest in September 1939 when military construction commenced. The Sitka Naval Air Station, located on Japonski Island and other small surrounding islands, was the first such installation in Alaska to become operational. The Sitka Naval Air Station became the Sitka Naval Operating Base on July 20, 1942.

The Army, charged with defending the naval installments, had no room for a base on Japonski Island. Therefore, the Army constructed garrisons on Alice Island and Charcoal Island and built infrastructure for coastal defense on Makhnati Island.^{3, 4} The Army then connected Japonski Island and Makhnati Island by means of a causeway via eight other small islands.⁵

The purpose of the causeway was to provide the Army with land access to the naval installations in the event of an enemy attack. The islands were leveled to accommodate military construction and the connecting causeway was built with the rock blasted from

³ Bush 1984, 53-54.

⁴ Engelman and Fairchild, *"The Western Hemisphere: Guarding the United States and its Outposts"*, 235.

⁵ Engelman and Fairchild, 236.

these islands. The construction of the causeway cost approximately \$2 million, and Siems Drake Puget Sound, a naval contractor, finished it in February 1943.^{6,7}

This Army garrison was called Fort Ray. However, reorganization in 1943 attached Fort Ray to the Harbor Defenses on Charcoal and Alice Islands and Fort Rousseau to the causeway and the eight islands it connected to Japonski Island.⁸ Fort Ray and Fort Rousseau are sometimes referred to interchangeably.

PREPARING ALASKA FOR WAR

War with Japan was anticipated as early as 1924 when the United States Army adopted “War Plan Orange,” which outlined the strategy that the American military leaders would follow should war break out and was a part of the “Rainbow Plans.”⁹ War Plan Orange focused on holding a main line of defense between Alaska, Hawaii, and the Panama Canal. This line of defense was often referred to as the “strategic triangle.”¹⁰ The Navy and the Quartermaster Corps began the construction of Alaskan defenses in 1939. The Navy employed a civilian contractor, Siems Drake Puget Sound, to build all three naval air bases located at Sitka, Kodiak, and Dutch Harbor.^{11,12}

Construction of what was to be Fort Ray began January 9, 1941 on Charcoal and Alice Islands.^{13,14} General DeWitt recommended Makhnati Island be connected to Japonski Island by means of a causeway running through seven intermediate islands instead of trying to use just Charcoal and Alice Islands.¹⁵ The Seabees began to gradually take over construction from Siems Drake Puget Sound in November 1942. The causeway was mostly finished by the end of 1942, though it was never capped and paved as stated in the original plans.¹⁶

⁶ Bush, “*Narrative Report of Alaska Construction 1941---1944*”, 54.

⁷ The exact completion date is debated.

⁸ Bush, 53-64.

⁹ NEED CITATION

¹⁰ Dod, *United States Army in WWII...*, 3. Map 1 from page 4 of Dod 1987

¹¹ Engelman and Fairchild, “*The Western Hemisphere: Guarding the United States and its Outposts*”, 224.

¹² (Dod 1987)

¹³ Bush, 54.

¹⁴ Engelman and Fairchild, 224.

¹⁵ (Dunning and Welsh 2004)

¹⁶ Bush, 54.

Troops began arriving at the Alaska naval bases as early as March 1941, and by June of that year troops were already at all Alaska naval bases—Sitka, Kodiak, Dutch Harbor.¹⁷ The attack on Pearl Harbor on December 7, 1941, put all military personnel in Alaska on high alert because the Japanese fleet that attacked Pearl Harbor had slipped between patrol zones just south of the Aleutians completely unnoticed. Where this fleet had gone after the attack was unknown and Alaska reacted swiftly in case it was to be the next target.¹⁸ However, it wasn't until June 1942, that Alaska finally faced a Japanese attack.

WORLD WAR II IN ALASKA

During the first week of June 1942, Japan attacked Dutch Harbor with planes based on carrier ships. The foray killed 87 soldiers and sailors and burned a number of buildings. However, the raid on Dutch Harbor was merely a cover-up for the invasion of two Aleutian Islands—Attu and Kiska—that occurred later that same week.¹⁹

The Army remained ready to defend the naval base at Sitka from Japanese invasion while the Navy prepared to defend the Alaskan coastline.²⁰ Throughout this time, military activity focused on the Aleutians, and Sitka's role became that of intermediate base between the U.S. mainland and the base on Kodiak.

After the Americans expelled the Japanese from Attu and Kiska a year later, the Pacific Campaign moved away from Alaska and the West Coast of the U.S. The Sitka Naval Operating Base was decommissioned on August 15, 1944, though the war was not over yet. The war never came near Sitka again.

Although Sitka never saw war action, its existence served to deter the enemy from gaining a foothold close enough to the mainland United States to launch a strong offensive on the U.S. At the beginning of World War II, it was one of the few military installations ready to defend the American North Pacific coast.²¹

¹⁷ Engelman and Fairchild, *"The Western Hemisphere: Guarding the United States and its Outposts"*, 237.

¹⁸ (Dunning and Welsh 2004)

¹⁹ (Dunning and Welsh 2004)

²⁰ (Thompson 1984)

²¹ (<http://www.saveitforparts.com/ww2> National Register of Historic Places Nomination Form: Sitka Naval Operating base and US Army Coastal Defenses. (Sitka Causeway and Mt. Edgumbe School) 1984.)

AFTER THE WAR

The Naval Operating Base was demobilized and transferred to the Alaska Native Service in 1946.^{22, 23} In 1963, Public Land Order revoked the original withdrawal and made the land available for State selection pursuant to the Alaska Statehood Act. The State of Alaska, now owns the islands and the causeway, which was legislatively designated as Fort Rousseau Causeway State Historical Park in 2008 and is now managed by the Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation. Filled submerged lands, the causeway itself, and intertidal areas surrounding the islands are still federally owned and are managed by the Bureau of Land Management (BLM).

Many of the structures on Japonski, Alice, and Charcoal islands were demolished and replaced by buildings such as the Sitka Rocky Gutierrez Airport and Edgecumbe Hospital; others were reused for non-military uses.

²² Thompson 1984

²³ USACE, DERP-FUDS, 1997

CHAPTER 4: EXISTING CONDITIONS

LAND-USE ZONE

Due to the recent acquisition of this park unit, no land-use zones are currently in place. However, since the park is a historical park, interpretation and preservation are the top priorities for the park. Development must be associated with public access, safety, and interpretation, and should not interfere with the characteristics that make the area a National Historic Landmark.

MAINTENANCE

Park staff and Sitka Trail Works currently conduct trail maintenance as needed. No buildings at Fort Rousseau receive maintenance treatments. The vast majority of the maintenance activities relate to trail maintenance and minor vegetation removal to provide access to interesting historical features.

INTERPRETATION

Existing interpretation related to Fort Rousseau is limited and is provided by groups that are not directly associated with the division. The following paragraphs provide a summary of current personal and non-personal interpretation in and about the park.

Personal interpretation occurs when one person is interpreting to another, such as during a guided tour. **Non-personal interpretation** occurs when the person interpreting is replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure.

PERSONAL INTERPRETATION

ADVENTURE TOUR INTERPRETATION

Sitka Sound Ocean Adventures is a Sitka-based kayak tour company that offers an “Islands Paddle and Lost Fort Trek” tour. On this tour, a guide interprets the park’s historical and natural features for visitors. Tour guides do not receive formal training from division staff to interpret the park’s resources.

SITKA HISTORICAL MUSEUM

The Sitka Historical Museum, located in Centennial Hall, provides visitors with information and stories about a variety of displays and artifacts about Sitka's rich history spanning Tlingit, Russian, and American occupation. Museum staff members interpret the story of Fort Rousseau to visitors as an integral part of the multifaceted and intricate tapestry that has made Sitka what it is today.

NON-PERSONAL INTERPRETATION

SITKA HISTORICAL MUSEUM

In addition to personal interpretation, the Sitka Historical Museum provides visitors with non-personal interpretation in the form of displays and artifacts about a variety of subjects related to Sitka's history including Fort Rousseau.

INTERPRETIVE PANELS

Non-personal interpretation currently does not exist within Fort Rousseau Causeway State Historical Park though it would significantly improve visitor satisfaction.

PARTNERSHIPS

ADPOR has significant and well-established relationships with Sitka Trail Works and Sitka State Parks Citizen Advisory Board. These organizations provide access and information to visitors, provide a source of volunteers, generate funds for trail maintenance and vegetation removal, and advocate for Sitka area parks including Fort Rousseau Causeway.

RESEARCH

Currently there is no known systematic research conducted by ADPOR on Fort Rousseau, World War II in Alaska, military archaeology, preservation strategies for military resources, prehistory of Sitka, and archaeology of Fort Rousseau. However, community members often share specialized knowledge of Fort Rousseau history, artifacts, buildings and structures with ADPOR staff.

PARK STAFF

Fort Rousseau Causeway State Historical Park is managed as a unit of Alaska State Parks' Sitka District. Other units of the Sitka District include Old Sitka State Historical Park, Baranof Castle Hill State Historical Park, Big Bear/Baby Bear State Marine Park, Halibut Point State Recreation Site, Magoun Islands State Marine Park, Sealion Cove State Marine Park, and Security Bay State Marine Park. Staff at Sitka Area State Parks consists of one Park Specialist and one seasonal caretaker. No positions are assigned specifically to Fort Rousseau Causeway State Historical Park. The Park Specialist spends time traveling between the various units under his care, performing maintenance activities, gathering trash, collecting fees, administering park operations, and providing public safety and visitor services to park users.

Volunteers are an integral component of Fort Rousseau Causeway management. Current volunteerism allows the small staff to provide basic services to residents and visitors. Volunteer programs incrementally improve local support of park programs through active engagement—residents that work in the park generally support park efforts.

LAND AND BUILDING USE

Fort Rousseau is a military landscape used for historic interpretation, historic preservation, camping, day recreation, and wildlife viewing. The entirety of Fort Rousseau is a cultural area. As identified in the *Fort Rousseau Causeway State Historical Park Management Plan*, Sasedni Island is designated as the interpretive hub and first point of contact at the park.²⁴ The area will be further subdivided by island for descriptive purposes. For building- and structure-specific information, refer to **Appendix A (to be completed)**.

Throughout the causeway, concrete structures are still standing in various states of disrepair. One wood building remains, the Fuse House. Other buildings and structures that were made of wood and metal and once stood at Fort Rousseau Causeway are long gone. The stone causeways connecting the islands still remain, but have eroded in many areas; the causeway is breached between Mogilnoi and Makhnati Islands, as well as between Kirushkin and Mogilnoi Islands. Foundations, depressions, military-related artifacts and building remnants are scattered throughout the park. Roads that once

²⁴ ADPOR, Fort Rousseau Causeway State Historical Park Management Plan, page

transected the post are still discernible today and are now used as foot trails to gain access to many of the park's historic features. During the time of occupation, all islands were stripped of vegetation except Makhnati. Parts of the canopy at Makhnati could be considered an important character defining feature since that was the only island that was not mined for rock to construct the causeway.

Views are critical components of the site. Currently, historic views from two gun emplacements at Makhnati and one emplacement on Sasedni are maintained. These views help the visitor understand the role of the facilities and the immensity of the protection and security infrastructure associated with American assets during World War II.

All concrete buildings throughout the park exhibit similar conditions. Issues include vegetation growth, spalling, moisture control, cracking, efflorescence, and graffiti. Other conditions may include corrosion of metal components and debris scattered throughout the facilities.

MAKHNATI ISLAND

The largest collection of intact World War II buildings, structures and remnants are found on Makhnati Island. Functionally speaking, Makhnati Island housed the brains of the operations for Fort Rousseau including the Plotting and Spotting Room, Harbor Entrance Control Post and Harbor Defense Command Post. Makhnati is the only island that retained portions of its original topography and some original vegetation that predated the period of significance. Three clusters of structures are positioned on Makhnati: the gun emplacement, command posts, and ammunition magazines.

Gun Emplacement No. 292 is comprised of two six-inch gun blocks, two 155mm gun emplacements, a battery command post, a tank containment vault, and a bunker. All these facilities are spatially related, and represent a functional entity. The most distinct and critical feature in this area is the bunker. The spotting and plotting functions were housed in the bunker. Many original doors are intact throughout the building. The only variation from concrete finishes is a sugar cane ceiling found in the plotting, spotting, muffler, and power rooms. All four gun blocks are relatively clear of large, woody vegetative growth. The metal components of the emplacements are heavily corroded.

The command post area included the Harbor Defense Command Post (HDCP), Harbor Entrance Control Post (HECP) and Observation Tower. The HDCP and HECP, also known as Joint Operations, were located in the same concrete bunker building. Currently, the

Joint Operations entrance is dry in comparison to other buildings at Fort Rousseau, however, water penetration is evident in every other room. Park visitors currently use Joint Operations for overnight shelter, evidenced by fire rings in the middle of the floor. The observation tower is a ruin.

The two ammunition bunkers on Makhnati are standard bunkers found in the park and the conditions are similar to all concrete buildings. Doors are relatively intact. A track to transport heavy equipment in the bunker runs along the central spine of the building's interior. Moisture control is the most evident issue for the structures. Large woody vegetation covers the roofs.

KIRUSHKIN ISLAND

During the period of significance, Kirushkin Island contained the living quarters and soldier support facilities. These support facilities included barracks, a mess hall, and recreational areas. The only standing building on the island is the radio building. It exhibits all the common issues related to concrete structures. All that remains of the other facilities are foundations. Fire hydrants and electrical poles are scattered throughout the living facilities.

SASEDNI ISLAND

Sasedni Island can be divided into three distinct areas: three-inch anti-aircraft gun compound, motor pool, and barracks. The gun compound includes four three-inch anti-aircraft gun emplacements. This area is immediately adjacent to the causeway as one enters Sasedni Island from the main causeway trail. Two of the four emplacements are overgrown with moss and other non-woody vegetation. Sitka Trail Works previously cleared the other two emplacements. In addition to housing the guns, each emplacement had a small concrete room for personnel. Two entrances are evident for each personnel area. One entrance was situated in the interior of the emplacement and another in the exterior position.

The motor pool and barracks areas exhibit similar characteristics. The only remains are concrete foundations positioned on the northern portion of Sasedni Island. A site map is attached that clearly depicts the location and function of each foundation. The most historically significant remains are the officers' quarters foundations located just beyond the motor pool. An associated gun platform is situated near the water in close proximity

to the officers' quarters. Bolts positioned in the platform verify the location of each 20mm gun.

The only standing structure that remains on Sasedni Island is the meteorological station located on the south side of the causeway. The rectangular concrete building is one story high and the only opening is the door. Currently, the building is precariously situated near the coast.

GOLD ISLAND

Two buildings are located on Gold Island, the Fuse House and the Fuse Bunker. The Fuse House is a one story, side gable, rectangular building. The Fuse House is clad in horizontal cement asbestos siding. All windows and doors are missing. The interior is completely stripped and the walls are pulling away from each other. The roof is covered with moss and ferns and it sags noticeably near the middle of the structure. A chain link fence encircles the building to help prevent public access for safety reasons. The Fuse House is the only remaining wood building at Fort Rousseau. It is in extremely poor condition.

The two-story Fuse Bunker is located just to the north of the Fuse House and the recessed entrance to the bunker is on the south elevation. The interior is T-shaped with a small north-south corridor leading to a larger east-west corridor. Four rooms are located off the east-west corridor. The heavy wood doors, found throughout the corridors, are intact and, in the westernmost room, a small rusted metal ladder leads to the roof of the building. It appears that facilities were located on the roof. Conditions here are similar to other concrete structures at Fort Rousseau.

VIRUBLENNOI ISLAND

Three ammunition magazines are located on Virublennoi Island. All three were constructed using the same plan. The entrances are protected with retaining walls on two sides of the buildings and are slightly projected from the face of the building with three steps giving the entrances greater relief near the top. The heavy steel doors at the entrances are intact. The interior of these three buildings consist of a single room with a barrel shape. A metal track runs the length of the roof of all three. Modern debris is located in and outside the buildings.

A large debris scatter is located on the beach on the west side of Virublennoi Island. Some materials located in the scatter may date from the period of significance (1941-1945). Rusted remains of a bulldozer are also located on the island.

RESHIMOSTI, MOGILNOI, NEVSKI, AND SIGNAL ISLANDS

No historic structural remains are located on the Mogilnoi, Reshimosti, Signal, and Nevski Islands. However, the causeway connecting Reshimosti, Mognilnoi, and Nevski islands with the rest of Fort Rousseau remains an important historic property.

CHAPTER 5: PRESERVATION AND INTERPRETATION STRATEGIES

To meet the vision of Fort Rousseau Causeway, the objectives of the park's management plan, and the preservation goals of this plan, the planning team identified strategies for preserving and interpreting the historical resources at Fort Rousseau. These strategies are described in the following sections.

PRESERVATION ZONES (PRESERVATION AND ACCESS)

To better facilitate continued preservation, development, program expansion, visitor growth, and general enjoyment of Fort Rousseau by residents and visitors, the planning team devised preservation zones to guide development, use, interpretation, and preservation treatments. Preservation zones do not change the land-use designations identified in the ***Fort Rousseau Causeway State Historical Park Management Plan***. They provide additional guidance to park staff, design professionals, park management, and the public as they make building- and area-specific decisions and recommendations related to historic preservation and interpretation.

The planning team established three preservation zones for Fort Rousseau. Each zone has a unique preservation objective related to the buildings, landscape, archaeology, and interpretation. These objectives will be used to guide decisions in each zone, while preserving and interpreting the historic resources at the park.

PRESERVATION ZONE ONE

Preservation Zone One at Fort Rousseau is anchored by the road joining the islands and the causeway itself. The connectivity of the islands is the primary character-defining feature of the zone. The overall goal for this area is maintain existing connectivity and eventually re-establish access between all islands using appropriate new techniques.

The primary preservation treatment in Zone One is restoration. Cultural assets in this zone represent the important historical function of the historic resource, are critical to understanding the resource and the visitor experience, embody distinctive qualities (such as unique materials, features, details, or craftsmanship), or achieve additional significance due to associations with important people, styles of architecture or events. The highest priority in Zone One should be maintaining, preserving, and protecting all historic resources. Work that takes place in this zone should follow the Secretary of the

Interior's Standards for Restoration and use the period of 1941-1945 to guide decisions. The overall definition of restoration is *"the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period."*²⁵ The Restoration Standards are attached in Appendix B.

PRESERVATION ZONE TWO

Preservation Zone Two encompasses Makhnati and Signal Island in its entirety. Standing concrete buildings are abundant on Makhnati and include Gun Emplacement No. 292, Harbor Defense Command Post, Harbor Entrance Control Post, Observation Tower and two ammunition bunkers.

The primary treatment in Zone Two is Preservation. Areas designated as Zone Two are historically important to the understanding of the overall resource, augment the visitor experience, represent distinctive qualities (such as unique materials, features, details, or craftsmanship), or achieve additional significance due to associations with important people, styles of architecture, or important events. Zone Two areas are designated when specific uses for the property have not been identified, but stabilization is necessary for future use, or when the level of deterioration has become a character-defining feature of the area. *"Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property."*²⁶ All resources in Zone Two should receive regular monitoring in order to assess the condition. When work on Zone Two resources is needed, a "soft touch" approach should be taken (Appendix B). Public safety must always take high priority when allowing nature to take its course. The sense of discovery must remain intact at these locations.

PRESERVATION ZONE THREE

Preservation Zone Three has standing buildings that include the Fuse House, four 3-inch gun emplacements, Meteorological Station, Fuse House Bunker, and three ammunition

²⁵ Cite standard

²⁶ Cite standard

bunkers. Foundations and landscape components are scattered throughout the zone. Zone Three includes all areas outside the causeway itself on Mogilnoi, Sasedni, Gold, Virublennoi, Reshmosti, and Nevski Islands.

The primary treatment in Zone Three is Rehabilitation. Areas designated as Zone Three may embody characteristics or features that are distinctive in their own right, and contain spatial relationships from the period of significance, but are secondary to the historic district as a whole. These areas are less rich in significance compared to Zone One areas. Still, every effort should be made to retain original features and fabric in rehabilitation areas. Nevertheless, new materials and features can be introduced in rehabilitation zones if they are done sensitively and the primary character-defining features that are intact are retained. *“Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.”* All work conducted in Zone Three must adhere to the Secretary of the Interior’s Standards for Rehabilitation (Appendix B).

Figure 2: Fort Rousseau Causeway State Historical Park’s Preservation Zones.

MAINTENANCE (PRESERVATION AND STEWARDSHIP)

RESOURCE INSPECTION TRACKING

To gain a greater understanding of the speed of deterioration, changing conditions, safety issues, and vandalism, resource inspection forms must be completed a minimum of twice per year for all standing buildings and structures. All remaining site features, historic and archaeological, should be inspected once per year by staff or volunteers that received adequate training to inspect the resources. To track inspections, staff and volunteers may use the [Alaska Building Inventory Form](#) attached in Appendix C. Drawings and photographs should accompany each form.

*Short
Range
Priority*

CONDITION ASSESSMENT

Any preservation, restoration, or rehabilitation of a historic property must start with a thorough condition assessment. Prior to commencement of work on any buildings, condition assessment forms must be completed and submitted to the Southeast Superintendent and the Office of History and Archaeology. Ideally, condition assessments should be updated every five years. The Condition Assessment form is attached in Appendix D as [Alaska Condition Assessment Forms](#). These assessments will provide the information needed to prioritize the work on specific buildings and the urgency of the repairs. Thorough digital photo documentation must accompany all reports. Photos should be taken that capture each elevation, significant preservation issues, significant building features and the setting. A standard condition assessment inventory form is included in Appendix D. Condition assessments should be completed for all buildings located in Preservation Zone One, followed by Preservation Zone Three and finally Preservation Zone Two.

*Short
Range
Priority*

GRAFFITI

Graffiti is an issue common to all buildings at Fort Rousseau. The most effective deterrent of graffiti is vigilant monitoring and expedited removal. However, graffiti removal must be carefully planned because hasty removal can cause irreversible damage to historic concrete. Currently, the graffiti at Fort Rousseau is only located on concrete buildings, so a common approach can be used for its removal. To meet established preservation standards, the gentlest means possible must be employed to

*Short
Range
Priority*

remove graffiti, so a step-by-step outline is established below. However, testing must occur in the field to determine the gentlest method for different graffiti types.

Preservation Brief 38: Removing Graffiti from Historic Masonry is an excellent source for additional information. The process for graffiti removal is outlined below:

- Identify the type of graffiti (spray paint, markers, pencils, etc.)
- Identify the substrate.
- Choose the method and material that will be used.
- Test the chosen application.

If the test is successful, continue application. If the test is not successful, reevaluate the method and/or material and consult with OHA to determine what other course of action is acceptable.

METAL COMPONENTS

To slow down deterioration, the metal components at the gun emplacements must receive annual maintenance. In the spring, guns must be power washed with water at a low pressure (psi). An appropriate psi should be determined through testing. Next, they must be washed with non-ionic detergent with natural bristle brushes. Then rinse the guns again at a low psi. When the guns are dry, bowling alley wax should be applied according to manufacturer's recommendations. Application must be done with natural materials such as horse hair brushes. The bowling alley wax will serve as a sacrificial layer, slowing further deterioration. The treatment is also reversible since the wax is soluble.

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CONCRETE

Planning for concrete preservation is a four-step process: document review, field survey, testing, and analysis. Document review can include examining plans, historic photos, repair records and documents of similar buildings. The record review can provide information about intended concrete composition, location of reinforcing bars and changes over time. Field survey will help understand the current condition, extent of conditions, and severity of structural stress.

Testing should include both onsite and laboratory testing. Nondestructive testing can include sonic tests or use of metal detectors. However, voids can often be located

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through sounding. Inspectors can sound with a metal hammer or drag three foot chains over the slab while listening for hollow areas. In some cases, it may be necessary to take a sample of the concrete and send it to a laboratory for a petrographic evaluation. This type of evaluation is expensive so it should only be undertaken only when it is absolutely necessary.

Analysis is the last step, and a crucial step in the preservation process. Analysis should focus on the cause of the problem and develop short-term and long-term strategies to remedy the root cause of the deterioration.

Common concrete issues at Fort Rousseau include cracking, spalling, and erosion. Quick remedies are found in ***Preservation Brief 15: Preservation of Historic Concrete***.²⁷

DEVELOP A VEGETATION CONTROL PLAN

Vegetation has the potential to impact the visitor experience, the historic views and vistas, structural integrity of the buildings, and archaeological features located in Fort Rousseau; thus, a vegetation control plan must be developed. In certain cases, retention of vegetation is advocated, and in others removal is justified. All decisions related to vegetation retention and removal must be based on the period of significance.

Short
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Although part of the historically planned landscape, trees must be removed when they begin to threaten any standing historical building or archaeological resource. Threats must be interpreted broadly to ensure continued enjoyment of Fort Rousseau and to maintain the integrity of the park's resources. Threats can include rot, moisture retention, structural impacts, and visual impacts.

INTERPRETATION (EDUCATION AND ACCESS)

Interpretation is a mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource.

National Association of Interpretation

²⁷ Cite.

Interpretation at Fort Rousseau Causeway will aim to convince visitors of the park's value, encourage preservation, and instill a sense of community ownership in the park while also acquainting them with the site's history and natural resources.

INTERPRETIVE THEMES

THEMES are the primary messages visitors should understand about a particular interpretive site or presentation. Themes bring a sense of continuity to a site and assist planners when organizing the content for interpretive materials. Each interpretive product developed will support the primary interpretive theme and one of the subthemes listed in the **Fort Rousseau Causeway State Historical Park Management Plan**.

PRIMARY INTERPRETIVE THEME

Fort Rousseau played an important role in the WW II defense structure in Sitka Sound; the fort and other local WWII installations changed the face of Sitka and still affect Sitkans today.²⁸

PERSONAL INTERPRETATION

Personal interpretation occurs when one person is interpreting to another. Authors Lisa Brochu and Tim Merriam provide an excellent summation of personal interpretation in their book, **Personal Interpretation: connecting your audience to heritage resources**:

Personal interpretation is one of the most powerful approaches to interpretation because the interpreter can continually adapt to each audience. If you are practicing personal interpretation, the opportunities for you to make emotional and intellectual connections are numerous, because you can learn about the guest and apply what you learn to enhance her or his experience. However, personal interpretive services are usually available for a limited amount of time each day and perform variably, depending upon the skill of the interpreter and how she or he feels at any given time. And personal interpretation is usually more

²⁸ Alaska Division of Parks and Outdoor Recreation, *Fort Rousseau Causeway Management Plan*, xx.

*expensive than nonpersonal approaches, when one considers the cost per visitor contact.*²⁹

PROGRAM OUTLINES

The **Fort Rousseau Causeway State Historical Park Management Plan** recommends that a series of program outlines be prepared. These outlines would provide guidance for commercial tour guides, park volunteers and staff, and other organizations to ensure park users receive a consistent message about the park's history and resources.

NON-PERSONAL INTERPRETATION

Non-personal interpretation occurs when the person interpreting is removed and replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure. At Fort Rousseau, non-personal interpretation will enhance visitors' experiences when they are visiting the park independent of a tour. Non-personal interpretation presents a consistent story and message and is not subject to a guide's skill or feelings.

The **Fort Rousseau Causeway State Historical Park Management Plan** presents recommendations for on-site displays, brochures, Sitka Historical Museum displays, Japonski Island Boathouse displays, podcasts, and cell phone interpretation. For detailed descriptions of the recommended projects, please refer to the INTERPRETATION section of CHAPTER 7: RECOMMENDATIONS of the **Fort Rousseau Causeway State Historical Park Management Plan**.

PARTNERSHIPS (STEWARDSHIP AND EDUCATION)

DEVELOPMENT PARTNERSHIPS

ADPOR should attempt to expand and develop new partnerships with organizations, individuals, institutions, and agencies. Partnerships will help ADPOR reach a wider audience, create more education programs, conduct better research, achieve a broader

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²⁹Brochu, *Personal Interpretation: connecting your audience to heritage resources*, 23.

range of events, help with building maintenance and develop targeted programs. Potential partners could include, but are not limited to the following:

- Alaska Association for Historic Preservation
- Alaska Anthropological Association
- Alaska Historical Society
- City and Borough of Sitka
- Coast Defense Study Group
- National Park Service, Alaska Regional Office
- Sitka Historical Society
- Sitka Tribe
- US Coast Guard
- US Fish and Wildlife Service
- US Army Garrison Fort Wainwright

MARKETING PARTNERS

ADPOR should market the existing interpretive programs and historic resources. Potential partners include tourist organizations, local government, and media. These partners must be developed and kept aware of activities that are slated to be implemented in the park either by ADPOR or an identified partner. In addition to marketing at the local level, ADPOR must look to a statewide and potentially national and international audiences. Some potential marketing partners include, but are not limited to the following:

- Alaska Cruise Association
- Alaska Travel Industry Association
- Greater Sitka Chamber of Commerce
- Sitka Convention & Visitor's Bureau

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- History Channel, National Geographic Channel

EDUCATION PARTNERS

To expand programming, increase educational opportunities, and nurture research activities, ADPOR should identify potential educational partners. Off-season use of the park will be encouraged through active programming and outreach. ADPOR will encourage people to learn about the resources and present information about the park's historic resources at military conventions and historic conferences. Potential education partners include, but are not limited to the following:

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- Alaska Pacific University
- Alaska Private & Home Educators Association
- Coast Defense Study Group
- Mt. Edgecumbe High School
- Respecting Education Alternatives & Choices in Homeschooling
- Sitka Home Education Association
- Sitka School District
- Sitka SDA School
- Southeast Alaska Home Educators Conference
- University of Alaska System

RESEARCH (PRESERVATION, EDUCATION, STEWARDSHIP)

Systematic research will further guide resource management decisions, create better interpretive possibilities, more accurately depict historic resources, and provide a framework to conduct archaeological investigations.

DATABASE

It is recommended that ADPOR develop a database of known academic resources that pertain to Fort Rousseau and World War II in Alaska. The research database would include books, professional journal articles, newspaper articles, diaries, recorded oral histories, photographs, first hand accounts, and other records related to Fort Rousseau. The location of the resource or information on how to locate the resource should be noted in the database. As new works are published, archaeological information is collected, or new oral histories are collected, the database must be updated. Every attempt should be made to ensure this database is made available to the public, including making the database available through links on the Fort Rousseau Causeway State Historical Park website.

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RESEARCH PLAN

After known resources are compiled and entered in the database, ADPOR can establish thematic and specific research plans. Gaps in current information should be identified so research can be geared to answer specific questions. All research activities should be as non-invasive as possible. Proposed archaeological research should have research designs with clear research questions and obtainable objectives. All research projects should result in final reports that are included in the research database and made available to the public. Research plans should take into consideration upcoming seminars, workshops, conferences, and anniversaries so collected information is appropriately disseminated. Data generated would give an interesting picture of everyday life for GI's at Fort Rousseau, especially on Kirushkin and Sasedni Islands, and provide further interpretive material as well.

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ACADEMIC

ADPOR will promote and support academic research related to Fort Rousseau, the Sitka Naval Operating Base, World War II in Alaska, historic preservation, and interpretation of historic resources. ADPOR will allow access to existing structural, archaeological, and written resources to further academic knowledge and understanding of the park and similar historic resources. Overall, ADPOR will provide an environment of continued learning to further the proper management of the Fort Rousseau Causeway. Dissemination of information can include supporting attendance of ADPOR employees

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to workshops and conferences related to military history, specifically World War II, preservation of military resources, interpretation of military installations, or military archaeology.

PUBLIC OUTREACH

ADPOR will promote and support public archaeology, public history, and hands-on preservation training as a means of educating the public about the resources and their treatment at Fort Rousseau. Public outreach programs should be structured to involve members of the Sitka community and public at large in survey, mapping, excavation, collection of oral histories, identifying treatment recommendations, and execution of treatments with all activities resulting in reports filed with the park management and OHA. The involvement of appropriate professionals should be encouraged when planning any outreach activities.

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PARK STAFF (STEWARDSHIP AND PRESERVATION)

The division recommends that a staff person or a combination of staff persons that meet the criteria listed below be employed to meet the needs particular to Fort Rousseau Causeway SHP. This may be accomplished through hiring additional personnel, modifying existing position descriptions, creating new positions to replace the existing positions or any combination of these strategies.

Desired qualifications:

- Ability to effectively communicate interpretive messages about the park's historical, cultural, and natural resources to visitors
- Working knowledge of preservation strategies for historical buildings and structures
- Law enforcement capabilities to enhance visitor safety and deter vandalism and theft of historical artifacts
- Basic knowledge of marine and coastal biology and ecology
- Understanding of the cultural and historical background of Sitka and WW II

Due to the wet and mild Southeast climate, lack of land access, newness of the park, lack of developed park facilities, etc., park staff responsible for overseeing and managing this park would be expected to perform the following duties as needed:

- Regularly thin out and cut back vegetation along the proposed trails
- Remove woody plant growth from WW II structures
- Ensure that graffiti is removed promptly
- Ensure that all applicable federal, state, and local rules and regulations are followed within the park
- Conduct regular maintenance activities
- Address safety hazards as needed
- Enhance the visitor experience with personal interpretation

INTERNSHIPS AND ALASKA CONSERVATION CORPS

The division recommends offering internships or Alaska Conservation Corps (ACC) positions to high school and college students. The interns or ACCs could carry out preservation treatments to historic buildings, conduct preliminary research on Fort Rousseau and preservation technologies, conduct interpretive tours, provide personal interpretation to park visitors, and assist with everyday maintenance of the park depending on the intern or ACC's interests, abilities, and field of study. Offering internships or ACC positions to Alaskan students provides the division with an opportunity to help further the education of Alaskan youth and provide them with work experience. The hired students would, in turn, help the division provide improved services to the public.

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VOLUNTEERS IN THE PARK

The division recommends the continued use of volunteers in the park to assist rangers in certain maintenance and construction projects. Park staff should identify volunteer opportunities and conduct outreach to the community to fill volunteer needs. Volunteer opportunities could include trail maintenance, graffiti removal, vegetation control,

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building inspections/monitoring, personal interpretation, and visitor contact. To have an effective volunteer program, all volunteers must be trained and appropriately supervised.

LAND AND BUILDING USE (PRESERVATION)

CAUSEWAY TRAIL

The causeway itself is the primary character defining feature at Fort Rousseau. It is important to remember that the causeway was the primary mode of transportation and that transportation history must be represented in the future development of the trail. The causeway trail should remain wide enough to convey the sense that it once was a road, not a trail.

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Breached locations of the causeway should be rehabilitated in the future so that access between the islands is maintained or reestablished. Alternative methods and materials, such as removable or retractable bridges, may be used to reestablish access to all the Fort Rousseau islands by means of the causeway. Where the causeway is in good condition, it should be annually inspected and repaired as needed to ensure its preservation.

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VIRUBLENNOI ISLAND DEBRIS SCATTER CLEAN-UP

The debris scatter on Virublennoi Island should be removed to provide a safe, non-toxic environment for park visitors. ADPOR has not conducted a preliminary assessment of this scatter that may include cultural materials and objects that date to the period of significance of Fort Rousseau. Prior to debris removal, a qualified historic archaeologist should complete a reconnaissance level survey. During this survey, the historic archaeologist should identify historic objects that may have interpretive value or value to research projects. Objects with interpretive or educational value should be stored and maintained by ADPOR for future interpretive displays at the park.

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VIRUBLENNOI BUNKER #1 REHABILITATION

The bunker closest to the causeway trail should be cleaned and made accessible to the public. All debris should be removed from the interior and the entrance of the facility. Debris near this bunker does not date from the period of significance and can be removed without further study.

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FUSE HOUSE RECONSTRUCTION

The Fuse House on Gold Island should be reconstructed following *The Secretary of the Interior's Standards for Rehabilitation*.³⁰ Prior to demolition of the building, thorough documentation should be completed to facilitate an acceptable replica. An architectural historian and historic architect should complete a Historic American Building Survey Level I. This baseline documentation would capture enough information to adequately reconstruct the last wood frame building on the causeway, if desired.

Long
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PICNIC AREA DEVELOPMENT

Sasedni Island is identified in the **Fort Rousseau Causeway State Historic Park Management Plan** as a primary visitor contact area. Shelters that may be constructed should be simple in shape and use existing motor pool foundations. ADPOR should conduct research to determine an appropriate design for the new construction using historic precedence to guide decisions and follow the guidance outlined in the new construction section of this plan.

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The 20mm Battery on Sasedni Island is in close proximity to the location of the proposed picnic area. Replica 20mm guns should be located, or fabricated, and installed at the battery. The visitor experience would be greatly enhanced by providing the park visitors with the opportunity to see and touch weapons from the period of significance.

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MAKHNATI ISLAND MONITORING

One recommendation for Makhnati Island resources is the development of a monitoring report. Monitoring should occur at a minimum of twice per year (once at least three weeks prior to tourist season, so safety hazards can be addressed, and again at the close of the season to monitor use-related wear and tear and identify ways to protect the most vulnerable resources while still enabling visitors to enjoy the resources of the park). The report must include identification of areas of spalling, graffiti, organic material, and efflorescence. All safety concerns must be reported immediately. Rough drawings and photographs will accompany each report. Ranger, other staff members, or volunteers should remove all graffiti immediately in accordance with the graffiti removal process outlined above.

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³⁰ Cite source

SEASONAL STAFF QUARTERS

On-site staff presence at Fort Rousseau is recommended. To accommodate an ADPOR staff member, seasonal staff quarters on the islands are needed. Staff quarters should be located in peripheral areas on the causeway, ideally on Reshimosti Island or Nevski Island. A secondary location could be identified on Sasedni as long as the quarters are not visible from the day-use area. New construction in either location should follow the outlined objectives of the Preservation Zones. Construction on either of these small islands would be subject to Zone Three specifications, where rehabilitation is the primary objective for the treatment of the historic resources and viewsheds. Staff quarters should be small in scale and should not be visible from the main trail of the causeway.

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NEW CONSTRUCTION

New park facilities are needed to develop Fort Rousseau as a state historical park. New construction is acceptable on all islands except Makhnati. An attempt should be made to concentrate as much of the new construction as possible on Sasedni Island. Before any new construction takes place, an effort should be made to determine if existing historic buildings and structures can be rehabilitated to meet an existing need.

When existing buildings cannot be rehabilitated to meet a need, existing foundations should be reused if possible. New structures should be located where buildings related to Fort Rousseau once stood as determined by researching the old Army plans and other forms of historic evidence. New construction should not attempt to reconstruct the building that once existed, but the building designs and locations should be compatible with the other buildings and structures in the National Historic Landmark. This will help create a sense of the build-up that once existed on the causeway.

New construction should use compatible size, scale, massing and architectural features to maintain the integrity of the historic district as a whole. Using existing foundations will help maintain existing scale and massing, and a historically accurate spatial organization of structures. Buildings should not exceed one story in height. Architectural features are minimalistic in nature at Fort Rousseau. Simplicity and symmetry should be considered when designing new construction. The most appropriate materials include steel and concrete. Wood is also acceptable but to a lesser degree. Roof shapes should be gabled with a moderate pitch. Flat earthen roofs are also acceptable.

REMOVING HAZARDS

Troughs, holes, and depressions should be filled with metal grating. Metal grating has relative transparency that enhances the visitor's understanding of the original construction of the building and landscape. Metal grating also provides a solid surface and added safety to visitors as they explore the interior spaces of historic structures. Thresholds also present tripping hazards to the visitor. Relatively small thresholds should be removed, leveled off, or a smooth and gradual transition piece added. If a threshold is larger a bevel can be used to reduce the height. Non-historic debris should be removed from all structures and near entrances.

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Many buildings at Fort Rousseau invite adventurous visitors to explore them, therefore, the expected levels of visitation will determine the level of priority assigned to the structures for clean-up, repairs, and safety related maintenance. First, all buildings and structures on Sasedni and Gold Island should be made safe for the public to explore. Next, the three ammunition bunkers on Virublennoi should be made safe for exploration. Lastly, all buildings and the landscape on Makhnati should be made safe.

SASEDNI ISLAND 3 INCH GUN EMPLACEMENTS

Two of the four three-inch gun emplacements should be restored to the fullest extent possible. The emplacements closest to the trail should be given priority since they will be most accessible to the visiting public. The immediate removal of graffiti, vegetation, soil, and ash is recommended to start the restoration process.

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The primary building components that need attention are the doors, interior spaces, and spalling. Many doors are intact and should be rehabilitated. Frames should be squared so doors are operable after repair. Small rooms off the gun provided spaces for soldiers during the period of significance (1941-1945) and today retain some original features. These features should be identified and repaired to the extent possible. Spalling concrete should also be repaired as funding and staffing permit.

CHAPTER 6: PLAN EVALUATION

This plan reflects the best efforts of the Division of Parks and Outdoor Recreation to analyze the resources of the park and to provide recreational and interpretive opportunities that enhance the visitor experience and the historical, cultural, archaeological or anthropological values for which the park was established. This plan is expected to remain relevant to the park's management for approximately 20 years; however, intermediate reviews and appropriate modifications are expected and encouraged.

When evaluating this plan, the resulting quality of the visitor experience and resource protection—not the number of recommendations completed—should be used to assess the plan's effectiveness. Ideally, the plan would be re-evaluated every five years and updated as necessary to ensure its continued relevancy and usefulness. However, the director may initiate a review at any time, and it is strongly recommended that the plan be reviewed via a public process every 10 years at the very least.